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17. ABSTRACT (MAX. 250 WORDS)

The Citizens Committee offers suggestions for compensatory education to meet the needs of all children living in areas of high transiency who have experienced a meager educational background. The suggestions are: that class size be limited to 25 students; that the length of school day in "difficult" areas be lengthened; and that the salary of teachers be increased. In these "difficult" schools experienced, skilled teachers should be used, and the rewarding of school social worker certificates should be initiated. In the primary grades, reading and the use of English and mathematics should be emphasized. Children with lower than average ability levels and serious emotional problems should be given special care, and the degree of counseling and vocational guidance they receive should be increased. Pre-school programs, after-school projects, and summer school opportunities should be expanded. Parents should be involved, and volunteers should be used.

Procedures were suggested to implement these recommendations: 1) a greater continuity of principals, 2) the freeing of assistant principals from classroom teaching, 3) the provision of more teaching materials and such special learning experiences as trips, 4) orientation programs, placement centers and remediation centers available for students, and 5) an in-service training program for teachers. An extensive bibliography is appended.

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Steps Toward Compensatory Education

in the

Chicago Public Schools

A report prepared by the

Citizens Schools Committee of Chicago

August, 1964

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Citizens Schools Committee of Chicago, 32 West Randolph Street, Chicago, Illinois

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Steps Toward Compensatory Education

in the

Chicago Public Schools

The Citizens Schools Committee urges the Chicago Board of Education to have prepared and to publish a program of compensatory education adequate to the needs of all children living in areas of high transiency and/or meager educational background. It further urges the Board of Education to prepare an estimate of the costs of such a proposal, and to explore and present possible sources of funds with which to put it into effect. Funds sufficient to implement the complete proposal may not be available immediately; but the Citizens Schools Committee urges that no stone be left unturned in the continuous effort to implement the program in its entirety. Along with the request the Board is preparing for the funds necessary to provide the present opportunities to an *increased* enrollment, the Board should present its program for equal opportunity for the educationally disadvantaged children of the city.

The Citizens Schools Committee supports the recommendations of the Hauser Report urging broadened opportunities for all children limited by social or other ethnic separation and by poverty in whatever school they may attend.

The Citizens Schools Committee is aware of the excellent pilot projects in several important areas which have already been carried out in the Chicago Public Schools to reach this end. Because they have amply proven their worth, the time has come when these opportunities should be extended to <u>all</u> who need them, through a carefully developed program for compensatory education.

The Citizens Schools Committee pledges vigorous aid in enlisting continuous support for such a program.

SPECIFIC RECOMMENDATIONS

We recommend that in the preparation of such a program, consideration be given to the inclusion of the following areas:

1. Class Size

The Citizens Schools Committee recommends that class size be limited to 25 in schools in areas of high transiency and/or meager educational background.

> Classes in the special summer schools in 1964 will be limited to 25, as has been the case in 1962 and 1963. The report on the special summer schools for 1963 (Page 14) states that the class size of 25 provides "conditions we would like to have in every school, but which are crucial for children with special needs." The specific benefits of the limitation of class size to 25 are listed in the same report on page 45.
>
> The major studies of the needs of children in educationally disadvantaged areas stress the necessity for smaller classes and more individual attention.

2. Length of School Day

The Citizens Schools Committee recommends that the school day in schools in "difficult" areas be lengthened, and that the salary of teachers on the lengthened day be increased in proportion.

> The special summer schools in Chicago have used the lengthened day for in-service training, for help for children and for preparation of materials.
>
> The survey made by the Citizens Schools Committee on improving the quality of teaching in "difficult" areas produced supporting data. Three fourths of the teachers answering a CSC questionnaire asked that higher pay be given in such areas because successful teaching requires more time, skill and energy than in other communities to achieve comparable results. Sixty percent thought that pay should be given on the basis of an extended day with time enough for individual and group planning by teachers and for individual and group help for children.

3. Enlistment of experienced, skilled teachers in classroom teaching in "difficult" schools.

The Citizens Schools Committee urges that a larger proportion of the highly skilled members of the teaching force be drawn into teaching in "difficult" areas, and that recognition be given to the significant and challenging work now being done in some such schools.

> The present distribution of teaching resources in the Chicago schools is described in the Hauser Report (pages 17-20, Tables F1, F2, F3 and F4) as follows: In the schools sampled in low education areas, 41 percent of the teachers in Negro schools hold only temporary certificates, while in high education white areas only five percent hold temporary certificates. In low education areas, only 28 percent of the teachers in Negro schools have five years experience, while 88 percent of the teachers in white high education areas have taught for five years. In areas of meager educational backgrounds, only six percent of the teachers in Negro elementary schools hold M.A. degrees, while 28 percent of the teachers in white high income areas hold M.A. degrees. Solidly white areas of high transiency and scanty education fare little better than solidly Negro areas.

The survey made by the Citizens Schools Committee indicates that no major changes in the present regulations on assignment and transfer of teachers would be necessary if there were (a) continuous, constructive leadership by principals; (b) a class load of 25; (c) salary in proportion to the extra time required; (d) adequate specialized staff to care for children whose problems are too deep for help in the classroom, and (e) relief from unnecessary clerical work.

Such working conditions would not only draw experienced teachers because of the greater opportunity for successful teaching, they would also make it possible for less experienced teachers to attain greater success.

There has been no difficulty in obtaining skilled teachers from all over the city for the classrooms in the special summer schools, where the conditions listed above have actually prevailed. In 1963, 75 percent of the teachers in the special summer schools had five years experience and 34 percent held M.A. degrees.

4. Establishment of a school social worker's certificate.

The Citizens Schools Committee urges that applicants for the position of school social worker be given an examination in the field of social work, and granted a certificate in that field when successful.

> For four years there has been a provision in the Chicago school budget for the employment of social workers. Such school employees are universally recognized as indispensable to the educational process in disadvantaged areas and are found on the staffs of the school systems of most of the major cities of the United States. However, practically none have actually been employed in Chicago, because applicants have been required to pass an examination in some subject field with no necessary relation to the training required for successful social work. One social worker now temporarily employed must pass the examination which qualifies her to teach high school English if she is to obtain a certificate as a social worker. A faculty member of the Graduate School of Social Service Administration of the University of Chicago is disqualified for school social work in the Chicago public schools unless she takes two more undergraduate courses in Home Economics and passes an examination which allows her to teach Home Economics in a high school

5. Emphasis on reading, use of English and mathematics in the primary grades.

The Citizens Schools Committee urges special effort be made to see that children reach at least the average level in tool subjects in the primary grades, using individual and small group instruction and a variety of special techniques.

> The report on the 1963 summer schools describes a successful effort at such intensification of instruction, with measurable improvement even in eight weeks. Six thousand children had this special opportunity in 1963. It should be available to the approximately 40 times that number who need such help for 48 weeks in the year. Failure to master tool subjects and to expect success predetermines continued failure and probable dropping out before high school graduation. Such failure not only wastes millions in tax funds, but prevents the full development of thousands of lives as well.

6. Increase in counseling and vocational guidance.

The Citizens Schools Committee urges that the ratio of counselors to children be increased in elementary schools and that vocational guidance and orientation be stressed.

> Descriptions of a wide variety of projects in counseling and vocational guidance in New York, Detroit, Washington and other cities are given in detail in the publication of the Office of Education, "Programs for the Educationally Disadvantaged."
>
> Services in this area in Chicago are limited. There are only seven small vocational centers for overage elementary pupils. There are only 113 psychologists for the more than one-half million elementary and high school children, and more are clearly needed. The elementary school adjustment teacher in a "difficult" area is almost certainly overburdened. Such a teacher is "responsible for the execution and interpretation of the elementary school testing program, for follow-up on individual psychological examinations and for much individualization of instruction." This is a large order in a school of 1600 pupils or more. Nineteen Negro elementary schools have 1600 or more pupils. Only four non-Negro schools are of this size. Since the adjustment teacher is used as a substitute teacher until a substitute arrives for an absent teacher, her other duties suffer and the "individualization of instruction" is seldom reached.

7. Special care for all children with lower than average ability levels and for those with serious emotional problems.

The Citizens Schools Committee urges an increase in the special services schools can offer to aid emotionally disturbed children, such as psychological counseling, psychiatric aid and school social workers, and a sharp increase in the provision of EMH rooms.

> Chicago schools are hampered by the lack of mental health facilities provided by the state of Illinois. There is sometimes little that a principal can do with an emotionally disturbed child except to suspend him for a short time. The discipline problems which confront classroom teachers because of this situation are obviously serious. Recent incidents of violent aggression are surface indications of the extent of this problem.

Children with IQ's too low for normal classroom progress must in many cases be assigned to normal classrooms, because there is no room for them in EMH rooms. In 1963, there were 466 classes for EMH children, serving 6272 children, 1.1 percent of the total enrollment of all ages.

Chicago is trying an "Impact Project" (Board of Education Proceedings, March 25, 1964, page 2108) which uses attendance officers, nurses, a social worker and psychologists to work with parents and children to combat truancy and reduce social maladjustments. It has given help to as many as 33 children in one district, and lesser numbers in others. This is a sample of the service which should be provided at the earliest possible moment to all children who need such help.

New York City schools have an "Early Identification and Prevention" program, and some 40 "Six Hundred" schools for boys who do not accept the procedures of an ordinary classroom. In 1963, Chicago had three special schools and 29 classes for the socially maladjusted boys.

8. Expansion of summer school opportunities.

The Citizens Schools Committee urges the expansion of the opportunities afforded by the special summer schools of 1962 and 1963 to all children who need them.

The Chicago experimental summer schools are among the finest and most carefully done experiments in the field of compensatory education which have been carried out in any urban school system in the United States. The documented success of these schools, which use most of the methods suggested in this report, shows clearly that the expenditure of funds to extend these opportunities to those who need them would be money well and economically spent. The ten special summer schools conducted in 1963 served 6000 children for eight weeks. In 1964, there are to be 20 such summer schools which will serve some 12,000 children.

However there will be 50 other summer schools in 1964 which will not offer these advantages, some of them in areas where such help is greatly needed. It is estimated that for maximum educational efficiency in the Chicago public schools from 40 to 50 percent of the children should receive such help, not merely for eight weeks but for 48 or more weeks.

The excellent report, "A Story of the Special Summer Schools, 1963," is a convincing argument for a general program of compensatory education.

9. Extension of after school projects.

The Citizens Schools Committee urges that school and community sponsored study centers be fostered and aided by the school administration, and that the number and scope of Lighted School House programs be increased.

In 1963, 132 school buildings were used for Lighted School House programs for some time during the week. Thirty-nine elementary schools and 13 high schools offered recreation programs after school at least once a week. Forty-two elementary schools offered some facilities for adults. Twenty-five elementary school libraries were open at some time after the school day.

In Chicago, as in many large cities, most school buildings are locked and empty at the end of the school day. Wherever possible, new school buildings are now so built that the Chicago Park District may use library and gymnasium facilities after school hours. But the older buildings cannot be used, and most of these are in "difficult" areas.

School buildings should be used to their maximum in "difficult" areas to obtain the cooperation and support of parents and community, as well as to provide the greatest possible educational opportunity for individual children. It is possible that Title II of the proposed "Poverty" bill may provide some funds for such purposes.

10. A preschool program (below kindergarten).

The Citizens Schools Committee urges a general program for four year olds in "difficult" areas, to be put into effect as rapidly as possible.

> There is general agreement among authorities today that one of the best ways to prevent futile duplication of effort in prolonged and frustrating remedial work, and eventual dropouts caused by academic failure, is to start children to school at an earlier age.
>
> In his recent book "Stability and Change in Human Characteristics," Bloom says that the first four years of a child's life are more important than the next 13 years in setting patterns of achievement. He offers evidence from a study of identical twins that limited environment in early childhood may make as much difference as 20 points in the IQ of identical twins. Silberman, in Harpers for May, 1964, analyzes the reasons why six year olds in educationally disadvantaged areas fail to learn, and advocates an earlier start.
>
> The "saturation" program proposed by Superintendent Willis for the 1964 budget recommended one hour of prekindergarten after school hours for four year olds. In the 1964 special summer schools there will be some reading readiness classes to help some children prepare for enrollment in kindergarten and to help others who are not prepared to enter first grade. This is a beginning.

11. Involvement of parents.

The Citizens Schools Committee urges that provision be made for staff workers, such as social workers, to work with parents to widen their own opportunities and to help them understand the opportunities the school offers their children.

> In the special summer schools, at least two conferences were held with the parents of each child. During the eight weeks, parents were involved in the Doolittle project. But without the services of school social workers, little has actually been done in most schools to help parents understand the needs and opportunities of their children or to give them guidance for themselves.

In the latter area, the joint effort of the Cook County Department of Welfare and the school system has made a little headway in the eradication of illiteracy.

Los Angeles and Baltimore are among the school systems which have staff assigned and curricular materials prepared for parent education and guidance.

According to the Assistant Director of the "Poverty" Project (statement at a public meeting May 22 in answer to a direct question) funds would be available to school systems for parent education and contacts, if the bill passes as proposed.

12. Use of volunteers.

The Citizens Schools Committee urges that the Board of Education invite and encourage responsible individuals and organized agencies to contribute time and skill to providing wider experiences for children with limited cultural backgrounds.

Volunteers in several neighborhoods in Chicago have already accepted responsibility for helping the schools to this end. Some have set up reading and study centers where children may get help with reading and with homework. Parents have helped organize trips and other special enterprises.

One example of such volunteer leadership in Chicago is the "Urban Gateways Project," sponsored by the Institute for Cultural Development (Board of Education Proceedings, March 25, 1964, page 2108). This group has provided children at three south side elementary schools with a number of cultural opportunities and has organized a group of volunteers to help the Raymond special summer school in 1964.

The Domestic Peace Corps may provide a number of competent volunteers with several kinds of skill.

In order to aid in the successful implementation of the suggestions made above, we suggest also the following procedures:

a. Provision of greater continuity in the service of principals in "difficult" areas.

The Citizens Schools Committee urges that skilled community leadership and expert help for teachers in "difficult" schools be made one criterion for promotion of principals on the salary schedule.

> At present the salary of a Chicago principal depends solely on the number of teachers in his school. A principal appointed to a small school in a depressed area must transfer to a larger school for a salary increase, no matter how much the effectiveness of the school program may be weakened by a continual change in leadership. The Office of Education study on "Programs for the Educationally Disadvantaged" stresses the need for continuity of leadership to develop and keep a corps of skilled teachers with high morale.

b. Freeing of assistant principals from classroom teaching.

The Citizens Schools Committee urges that one or more assistant principals be freed from classroom teaching in "difficult" schools to give practical aid to teachers.

> The 1963 annual report states that some assistant principals have been freed from classroom work, that master teachers have been assigned to help inexperienced teachers and that special teachers are used to help pupils in schools "where the existing number of classrooms will not permit the city wide average class size" of 32.5. However, at present the schools with the largest proportion of substitute teachers, new teachers and teachers without advanced training are found in the depressed areas, and there is obvious need for more skilled supervisory help than in other areas. Even if more experienced teachers become available, there should be more help available to teachers within the local school staff.

c. Provision for increased quantities of teaching materials adjusted to the needs and interests of children in "difficult" areas.

The Citizens Schools Committee urges an increase in the allocation of materials to educationally disadvantaged children and provision for funds for greater curricular experimentation for such materials.

The Detroit schools have prepared a whole new set of texts for children in the inner city schools, since most of the standard texts had little meaning for children in these areas. New York allocates $35 per capita extra to schools in the Higher Horizons project for materials. Every authority listed in the attached bibliography urges a wider variety of books which make sense to children who are educationally disadvantaged.

In 1962, 62 schools in 13 of the 21 districts in Chicago were allotted extra money per capita for materials. The special summer schools have not only had extra books, but a wealth of visual aids, recordings, plants, animals and special materials for subject instruction, beyond the usual amounts. A recent board proceeding indicates that ten percent of the total funds available for texts "will continue to be allotted to schools with special needs, serving to increase the per capita allowance." This is not sufficient to meet the needs.

d. Provision for special learning experiences, such as trips.

The Citizens Schools Committee urges the planned inclusion in the curriculum of cultural experiences outside the narrow limits of deprived neighborhoods, and that money be allocated for such purposes.

Descriptions of the extensive use of such experiences by the New York Higher Horizons project are included in the studies listed in the bibliography. Cooperation is available from cultural agencies in every city for such projects.

The annual report of the General Superintendent for 1963, page 14, states "Some money is set aside for much needed educational and cultural field trips for children who might otherwise have no such opportunities."

The aid of responsible volunteers in such projects is a resource which has barely been tapped.

e. Provision of additional remediation centers for children with deep-seated difficulties in learning.

The Citizens Schools Committee urges the extension of the present number of reading clinics and other services for children with language handicap or inadequate previous educational opportunities.

> In 1963, 150 schools offered some kind of remedial service after school, such as speech or reading clinics or school library service. Reading clinics on school time each serve 10 to 15 schools and enroll an average of 70 children each during a year. Fifteen reading clinics operate after school.
>
> Preventive help at preschool and primary grade level should in the future reduce the need for such aids. But the flow of in-migrants from rural areas with meager educational opportunities is not likely to cease in this generation. For those already disadvantaged either by rural or urban limited backgrounds these aids must be widely extended if children are to have the basic tools for academic success.

f. Provision for orientation and placement centers for newly arrived pupils.

The Citizens Schools Committee recommends that each district have a corps of persons (psychologists and social workers, e.g.) available to interview parents and incoming children to orient them to city schools and to find the most suitable grade or other placement for them.

> Some elementary schools are open before the first day of the school year to help new students. But in-migrants who arrive during the school year enter a busy institution whose staff lacks time and facilities to give them guidance when they need it most.

g. Provision for expert in-service training for teachers.

The Citizens Schools Committee recommends the lengthening of the school day in "difficult" areas, and leadership by skilled principals and other administrators in learning new techniques of instruction by teachers. We also recommend a very considerable increase in the Human Relations staff to provide expert in-service training in community, intergroup and interpersonal problems.

Principals should be given time from other administrative duties, local or city wide, to plan such training. The present small Human Relations staff is totally inadequate to the task of providing in-service training for the school system. It consists of three persons, to whom the addition of two more is currently proposed. The New York City Human Relations staff is eight times as large.

h. Teacher training which provides actual experience in educationally disadvantaged areas under skilled guidance.

The Citizens Schools Committee recommends that the Chicago schools offer increased experience in "difficult" schools to prospective teachers, if possible before the last year of training.

Responsibility for guidance of such prospective teachers should be provided for on the basis of the lengthened day and corresponding increased salary to compensate for this and other responsibilities.

Whatever decision is made as to the administration of the Chicago Teachers Colleges, the responsibility for providing supervision of student teachers remains with the Chicago Board of Education.

It is clear that a program to extend educational opportunities to the disadvantaged parts of our community such as has been proposed by the Citizens Schools Committee will require a considerable increase in school funds. Funds for some special projects may be obtained from foundations. Federal legislation for special purposes and for general aid to public education may be necessary to put the complete program into effect. But Illinois is now 47th among the 50 states in its state support of public education in proportion to its per capita wealth. Every effort possible should be made at the next session of the Illinois General Assembly to increase state support of education in Illinois. Without such an increase, the Chicago schools, and those of the rest of the state as well, will actually offer less opportunity to each child because of increased enrollment, let alone failing to meet the new demands placed on public education in all urban areas.

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Chandler, p.259.
Passow, pp.19, 325.
Programs for the Educationally Disadvantaged, pp.83-85, 87,
93, 104.

b. Freeing of assistant principals from classroom teaching.
Chandler, p.228 (Chicago).

c. Increase in quantity of teaching materials adjusted to the needs and interests of the children.
Chandler, p.228 (Chicago).
Harper's Magazine, May, 1964, p.42.
Hauser Report, Recommendation 11.
Keppel, p.5.
Passow, pp.17, 283.
Programs for the Educationally Disadvantaged, pp.50, 63.
Riessman, p.30.
Story of the Special Summer Schools, 1963, p.50.
Willis, Ten Years of Growing, p.42.

d. Provision for special learning experiences, such as trips.
Chandler, p.228.
Passow, p.343.
Programs for the Educationally Disadvantaged, p.51.
Riessman, p.101.

e. Provision for additional remediation centers.
Conant, pp.57-60.
Passow, pp.307, 345.
Programs for the Educationally Disadvantaged, p.51.
Riessman, p.125.
Willis, Ten Years of Growing, p.21.

f. Provision for orientation and placement centers in each district for new pupils.
Hauser Report, Recommendation 11.
Promising Practices from the Projects for the Culturally Deprived, p.45.

g. Provision for expert in-service training for teachers.
Chandler, p.224.
Conant, p.68.
Hauser Report, Recommendation 7, pp.32, 39.
Passow, pp.20, 350.
Programs for the Educationally Disadvantaged, pp.33, 72-73, 104.
Promising Practices from the Projects for the Culturally Deprived, p.53.
Riessman, p.96.
Willis, Ten Years of Growing, p.38.

h. Teacher training which gives prospective teachers actual experience in "difficult" schools, under skilled guidance.
Chandler, p.260.
Passow, pp.20, 238.
Programs for the Educationally Disadvantaged, pp.27, 50, 104.
Riessman, p.117.

Summary of Survey on Methods of Getting and Keeping Skilled Teachers in "Difficult" Schools

In December, 1963, the Citizens Schools Committee asked the teachers who had been nominated by their colleagues and communities for the Maremont Award to answer a questionnaire on what was necessary to obtain a high level of teaching skill in "difficult" schools. Although an open end question inviting suggestions brought three pages of suggestions, there was surprising agreement on the major changes needed.

The first section of the survey sought to determine the elements of a difficult school. The teachers listed the characteristics of such a school in the following order: high transiency of pupils, unsatisfactory behavior patterns, high proportion of overage pupils, overcrowding of school, low scores on achievement tests, low education level of population of school area, low income level of the area.

The second section dealt with the selection and payment of teachers. Three fourths of those who answered the survey said that teachers in such schools should be assigned on the basis of their interest in such teaching. They did not approve of requiring a teacher to serve a fixed time in a difficult school, like a sentence of some kind, nor did they approve of restricting transfer privileges for those who wanted to leave. Three fourths asked that higher pay be given for such teaching because it requires time, skill and energy greater than that required in more stable communities to achieve comparable results. Sixty percent said that the extra pay should be given on the basis of an extended day, needed for individual and group planning by teachers and for group and individual help for children. Some felt that there should be no extra pay for the first year, but more than half felt it should be given the first year and increased for the next two years.

The third section concerned additional services needed. Three fourths of the answers indicated the need of a social worker in each school. The other aids in order of preference were: increased school clerical service to relieve teachers of routine copying, increased service from psychologists and psychiatrists, decrease in the ratio of children to counselors, extension of school nurse services, and a variety of help from the community outside the school.

All but two asked for reduction of class load to at least 25. These two said they would be grateful to have only 35 as they both had more than forty. It was agreed that the 25 should be a maximum, not an average.

The fourth section asked for reactions to the role of the principal in a difficult school. There was complete unanimity that strong, inspiring, continuous leadership was absolutely necessary for the success of a school in a difficult community. Seven eighths of those answering said that principals should be chosen with special care for such schools. Four fifths felt that special professional preparation was required. A little more than half felt that a principal in a difficult area would have to spend more time at his work than in other areas because of the need for close community contacts and, therefore, should receive more pay. A number suggested that principals with special training be placed on the fourth step on the principal's salary scale without regard to the size of the school. All but one agreed that an able principal giving effective educational and community leadership in a difficult area should be allowed to advance on the salary scale without being required to transfer to a school with a larger number of teachers. Continuity of inspiring leadership on the part of a principal was recognized as a prerequisite for continuity of inspiring teaching in classrooms.

The survey indicates that if the Board of Education made possible such continuous constructive leadership by principals, reduced the class load to 25, paid teachers for the extra time and work required for results in a difficult area, provided the extra staff needed to care for children whose problems are too deep for the classroom teacher to cope with and relieved teachers of unnecessary clerical work, it was likely that no great change in the present regulations on assignment and transfer would be necessary to get and keep experienced and skillful teachers in difficult areas.

April 20, 1964